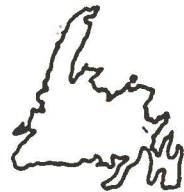


Halifax to address the Maritime Conference of CPAC. His address on that occasion received national attention for its indication that federal aid for housing might sooner or later be confined to those communities having planning machinery fully operative. The Conference was attended by leaders of provincial and municipal affairs from all the Maritime Provinces, and was most encouraging to the modest group who originally formed the Nova Scotia Division of CPAC. Zoning by-laws are being put in force in Yarmouth, Antigonish, Liverpool, Sydney, Glace Bay, Parrsboro and Springhill. The provincial government pays half the technical costs of survey and outline planning for smaller municipalities.

Newfoundland sources report the development of Labrador on lines paralleling those in New Quebec. The tenth Province entered Confederation with what seem to some to be enviable advantages: a detailed knowledge of needs; a rent control scheme that does not depend upon federal administrative and court decisions; and a vigorous planning and housing group in the capital of St. John's. The municipal Housing Corporation, with provincial financing, has developed some of the best-planned suburban residential areas in Canada. We are advised that a large scale slum clearance scheme is now in preparation for central St. John's, with prospects of provincial-federal backing under the new provisions of the National Housing Act.



THE NATION

Between 1901 and 1949 Canadians have radically altered their ways of making their living. At the opening of the century almost half our labour force were farm workers, now only about one-fifth. There are only three farm workers now for each two on the farm then, but there are *eight* workers now in trade and finance for every *one* there was in 1901. Fifty years ago, half our exports were raw materials; now three-quarters of our exports are finished goods. This change means we have become a nation of townsmen, with all the problems that implies. In 1901 our twenty leading cities contained altogether scarcely a million people, or about one-fifth the whole population; today in the twenty largest centres there dwell about four millions, or almost one-third of the much larger population. The public affairs of Canada have been dominated, up to the last fortnight of the half-century, by the problems raised by these changes: where to secure capital to equip our plants and cities, how to insure the well-being of the human resources concentrated in them. For those concerned with planning, the final weeks of 1949 brought some of the most critical decisions.

For the better handling of large scale developments, the federal government began the transformation of the former Departments of Mines and Resources, and Reconstruction and Supply, into three new Depart-

ments: Mines and Technical Services (survey and research, including astronomical); Resources and Development (forests, the North West, national parks, housing, national highways, tourists); and Citizenship and Immigration. Simultaneously the federal government began technical sessions on the planning of the Trans-Canada Highway. It was with such possibilities in view that CPAC put before the Massey Commission this year an argument for co-ordinating federal agencies involved in the physical development of the country. That Commission is expected to report in 1950.

Another consequence of urbanization is that nearly half the 3,000,000 families in Canada are now tenant families; and their Christmas surprises included an abrupt slackening of rent control—a move which every kind of poll and petition indicated as unpopular. Only those in Saskatchewan and Newfoundland were spared this blow; Albertans were promised some protection by their government. At the same time it was announced (for the first year since the war) that the 96,000 dwellings built in 1949 were some 20,000 more than the additional number of families formed during the year. In other words, the fullest exercise of the housing policy adopted in 1944 has only *halved the rate of deterioration* of our stock of houses—but still left the overall condition of shelter in Canada moving slowly toward destitution rather than restitution. This trend is not even countered by the remarkable fact that one in ten of the families in Canada is now living in a post-war dwelling. (A few score of these families in 1949 moved into Canada's first down town residential redevelopment aided by all governments, at Regent Park in Toronto.)

To mend our housing, Canadians should be building something like 160,000 dwellings a year, instead of 96,000. No good purpose is served by evading this reality. The offer made in the New National Housing Act (given Royal Assent on December 10) is intended not only to increase the *number* of houses to be built, but—more important—to increase the *kinds* of new houses available, and the range of families (as to size and income) within whose reach those houses will be put. But it is still only an offer, and will become a program as and when provincial legislatures agree to play their parts to implement it. The part of the legislatures is (1) to *encourage* local assessments of housing need by some consistent yardstick; (2) to *lend* one-quarter of the funds required for creating dwellings to meet some of that need; (3) to *grant* one-quarter of the funds that may be necessary to meet annual deficits in operating some of the rental housing so created; (4) to *enable* their municipalities to set up Housing Authorities as the management agents for the rental housing built.

Among the groups who in 1949 have requested, endorsed or accepted the principle of direct subsidy for rental housing for the use of certain families, are the following: Canadian Federation of Mayors and Municipalities, Trades and Labour Congress of Canada, Canadian Congress of Labour, Canadian Construction Association, National Council of Women, Canadian Legion, Canadian Association of Real Estate Boards, many Chambers of Commerce, religious and professional institutes and others. Some of these organiza-

LAYOUT FOR LIVING

the distance made good and the course to steer

As we make the turn into 1950, the time has surely come to cease moaning about the public's so-called apathy to community planning, and to help to focus and satisfy the growing interest of the Canadian people in the way their communities are going. For that interest is plain; it can be seen and heard in manifold ways—in Industry, in Labour, in Government.

Five recent press clippings are typical: the Canadian Chamber of Commerce spent a major part of its annual meeting on urban decongestion and industrial location; the Canadian Congress of Labour urged that "proper community planning should be insisted upon" in schemes of government aid to housing; Local Councils of Women across the country are concentrating on town planning questions this winter; educators believe that only with national government help can the building of schools keep pace with rapid urban growth; the federal "Minister of Housing" has said repeatedly that his Government will deem its new housing offer a success only when it leads beyond *more* houses, to *better* communities.

Such widespread concern with the quality of our new-gotten townscape stems first of all from the fact that there is so much of it. Visitors to Canada are amazed to find that the volume of construction has increased here in each successive year since the war—and is still going up. All we know is, there's an awful lot of new stuff around the towns.

No, the enemy to planning is not apathy. It is more like an honest, and often well-founded disbelief in the efficacy of the "planning" being done. Behind that want of confidence are many factors. One has been the old-style Master Plan which was no more than a pretentious sketch, withering under the scrutiny of the competent municipal officer or experienced Alderman. The superficial proposals it contained were themselves liable to be rooted in a situation where amateurs were doing their best—but had no organized agency with means to collect survey information, trained staff to use it, or prospect of its meaning being publicly acted upon. Lack of budgets and qualified personnel, refusal of adjoining local units to tackle common problems

together, shortage of legal and fiscal resources for the task—these have been the bane of the good name of planning. To imagine popular satisfaction with the way our communities look and work (in other words, to say that apathy to planning is the main obstacle) seems to us to be a serious misreading of the evidence.

But if the real hurdles to be overleapt lie along the path of municipal finance, boundary adjustment, technical staffing and public ability to act on advice—are the chances for successful planning in the 1950's any better? We think that in Canada those chances are improving. Senior governments are harkening to the mendicant municipalities, and tentatively offer grants-in-aid, payments in lieu of taxes; they even speak vaguely of a taxation re-deal. Important municipal mergers have occurred, and unification of certain services is being studied, in most of the metropolitan areas. Public and private agencies are acquiring the skills and the means to develop land, on the scale where planning counts, around the outskirts of our major cities: Vancouver, Edmonton, Winnipeg, Toronto, Ottawa, Montreal, Three Rivers, Quebec, Saint John, Halifax and St. John's. The 1949 Housing Act can be administered so as to put a premium on planned urban extension; ultimately it can also give substance to hopes for the central demolition and residential redevelopment that is so badly needed. New local planning and development agencies are being set up; older ones are gaining in budget and staff. McGill and Manitoba Universities are now giving training in planning, while Toronto, Laval and British Columbia Universities are moving to do so.

CPAC can be the link between popular disappointment at the look of 1940 Street and official confidence that 1950 Street will prove better. To serve in that way, we shall have to keep a watchful eye on officialdom in planning: its legislation, budgets, training, objectives. Then, as successfully designed tracts appear, we can point to them, with some information as to the resources and skills that brought success. If we watch and point to good effect, those resources may be much more generally employed in Canada when we come to 1960. That will be no small achievement.

B. C. Regional Conference



Public purposes worthy of general pursuit, and technical equipment equal to the task, are the ingredients of successful metropolitan planning. In every kind of physical planning, there is a role for laymen who are interested enough to work for its success through a local Branch of the Community Planning Association of Canada. In each community there are voluntary groups to be drawn into the planning process—to the gain of that process in more ways than one. Brief excerpts from papers presented by a well-known Canadian planner (who is also on the national Executive of CPAC), by one of the growing number of full-time field workers for the Association, and by a teacher and practitioner in neighbouring American planning agencies; from the proceedings of a Conference held by our largest Division in Vancouver, November 15 and 16, 1949.

Metropolitan Planning:

Ends and Means

Mutual goals are achieved by travelling the road toward them as friends and neighbours. Very often that process is called Planning, but no matter what it may be called, the important thing, it seems to me, is the function itself, the getting together for common benefits.

In carrying on this function in planning we usually try to label the various physical aspects to which we give our attention in order to identify them as separate from other common problems. For example: we frequently have joint sewage disposal systems, common street systems, common power supply, common transportation facilities, and so on. Each one of these we try to put in its own cell. We cannot, however, avoid the fact that a great number of these separate units of physical development are quite closely inter-related. Where the streets go there must also go the sewer system, the transportation, and the system of power transmission. Where people build their homes there must go the schools, playgrounds, and the parks. They must also be served by utilities, roads, walks, shopping centres, bus lines, places for people to work, and so on. Therefore in gathering together to consider these things collectively, we must also perform a co-ordinating function by trying to pull all of the various parts into a reasonably cohesive and workable whole. Metropolitan planning is the application of the same principles that apply at the local level, to matters that cover larger areas.

By using a joint approach to many of these joint problems, we frequently find that we can do so in more practical and economical ways. It has been proven many times that collective action on such matters as I have mentioned has saved cities and municipalities thousands upon thousands of dollars that might otherwise have been spent for no practical gain.

I should like now to mention some of the physical developments which usually need mutual consideration either at the metropolitan or regional level. Very often in a region of a common watershed, water resources and water supply facilities are of common concern. The water resources must serve the whole region and we cannot afford to see one portion of the area monopolizing such resources to the exclusion and detriment of the remainder. Therefore, plans for equitable use of the available water supplies and often joint works for water distribution are essential. The same may apply to sewage disposal. Very often rivers and streams are the disposal places for much of our water-borne waste, and yet these same streams may be the source of water supply for other communities. In order to protect and preserve adequate water resources for one or more communities, it may be necessary for others to deal with their sewerage problems more adequately. I realize that usually there are provincial regulations dealing with such matters but it is often a matter of regional character which can properly be handled at the regional level.

We are all familiar with the problem of thoroughfares and highways. Without mutual agreement on the location of such necessary routes, our major traffic movements would become literally impossible. We also need agreement on design, width, construction and restrictions and rules of use.

Closely related to this is the problem of urban transit. Mass transportation is usually provided by common services which extend over the whole of a metropolitan area on routes which are frequently the thoroughfare routes of the area. Again there must be mutual understanding and agreement on routes and service, or what is intended as a service becomes no service at all because of circuitous routes and impossible service difficulties. Then there are suburban and interurban transportation facilities and the common problem of relating these services and their routes to the developments through which they pass. Rail lines are an asset to an industrial area but a great nuisance in residential areas. The same applies to highways and thoroughfares. We need service without nuisance.

The man-made means of communication that pass through our modern cities, can seldom have much regard for municipal boundaries and what appear to be artificial lines of jurisdiction and yet our waterways have even less regard for such recorded divisions, flowing through or along the boundary of one after another of our municipal units. Even so, if it were not for many of our waterways, there would be no communities where they now exist. They were vital to their founding and continue to be vital to their existence.

In the same fashion, we can point out the mutuality of interest in matters of power, transportation and the distribution and location of industrial development and of the relationship of urban and agricultural activities, particularly as they concern the fresh food supply for our cities and towns.

* * *

In order to bring our common thinking together on problems of planning and development, we establish boards, commissions, committees, or what have you. It is these bodies that need the tools to do the job assigned to them or they are helpless. All too commonly we have asked a group of busy people to get together to consider some problems and then do not realize that their thinking is narrowed and at the same time their hands are tied because they cannot go out as individuals to get the information they need—to get the tools to do their job. They need the technical staff and its facilities for rooting out information and co-ordinating it as well as for distilling planning experience elsewhere and presenting the valuable elements from it. It has been found that rational decisions very often cannot be reached without research and study, and where decisions are reached without it they are often fraught with doubt and in some cases even hazard. Under such conditions, boards or commissions usually stumble on without the necessary tools, often producing quite unwittingly ill-founded plans, sometimes working in an atmosphere of frustration and superficiality. The net result frequently is that planning itself is condemned for what it has produced or not produced. Alternatively we find that the job is put on the shelf because little could be done—whereas it *did* need doing, but with competent study, research, and an economical, rational approach.

This sort of thing has happened all too often in the process which we generally call 'Planning'. It has resulted in planning being condemned—instead of the lack of technical means to do it properly.

* * *

Where cities and municipalities group together to provide themselves with good metropolitan or regional planning services, there is no great burden of operating cost on anyone. Experience, in my personal knowledge, has shown that the municipalities and cities actually saved large sums which made the cost of planning ap-

pear picayune. Much of this saving appears in the accomplishment of improvements wherein co-ordination has reduced overall cost on work that would have been carried out one way or another in any case.

Therefore if we approach our mutual planning problems in the metropolitan and regional areas of which we are a part, with a spirit of co-operation and consideration, and with the understanding that there can be no such thing as self-sufficiency or isolationism in today's world, we shall have taken the first long step forward. In carrying out the job we need the funds for adequate technical resources and staff. With these means in hand we can at least embark upon the job that we know has needed doing too long now, with assurance that the results will be the measure of the sincere efforts that we put into it. We cannot rest there, of course. The job has yet to be done. But our attack can be resolute and confident.

*Eric W. Thrift, Director,
Metropolitan Planning Commission
of Greater Winnipeg*

CPAC Branch Organization

There is ample evidence that people are aware of the need for planning and are looking for some lead as to how they can go about it. Establishment of CPAC Branches can supply this leadership, where men and women are willing to join freely together to examine and draw attention to their community problems. It must be emphasized that the C.P.A.C. is not a technical planning body. Disappointment of groups can be avoided if this is made clear at the beginning.

* * *

The detailed planning of a community is a technical task requiring the services of qualified personnel, which the Branch will not normally possess. Planning is, moreover, in the final analysis, primarily a function of government, since without official sanction no planning can be put into effect.

It is a job rather of the Branch to see that a suitable official body exists or is set up to carry out the planning function, and that this body possesses the necessary resources to do the job.

Planning administration is normally delegated by the municipality to a Town Planning Commission appointed under the terms of the Provincial Town Planning Act and composed of citizens serving without pay along with one or more Councillors. The Council may, however, appoint a special Planning Committee of the Council to handle the job. Arguments can be advanced for and against either arrangement, and the choice will usually be determined by local circumstances.

continued overleaf

If no official planning body is in existence, the Branch should consider approaching the local authority with the request that one be set up. In such a case, it may be useful for the Branch, if it can find the necessary voluntary workers, to carry out a preliminary survey of the area, mapping existing land uses, the major street system, etc., and noting any obvious planning defects; e.g., lack of parks, mixed residential and industrial development, ill-sited schools, etc. Such a survey, which must in any case precede the preparation of a plan, will serve two additional purposes. It will familiarize members with the character and problems of their community, and will provide useful arguments to back the Branch's request for the creation of an official planning body.

* * *

If a town planning commission already exists, friendly contact should be established with it and at least one member invited to sit on the Branch executive, since it will be an important part of the Branch's job to support the commission in its work by developing public interest in it and support for its plans. With this end in view, members should make a point of familiarizing themselves with any plans or projects submitted by the commission to the council.

This is not to imply that the Branch should give the commission its unquestioning support on all planning matters. Its plans should be studied with care and where the Branch considers improvements or additions can usefully be made, constructive suggestions offered in a friendly spirit may be of considerable value. The commission, in turn, should keep the Branch informed of its plans so that public support may be enlisted for them prior to their coming up for decision by the council, since the Town Planning Commission is only an advisory body and the final decision on all planning matters rests with the council.

The Branch should also assure itself that competent technical assistance is available to aid the commission or planning committee in the development of their plans. In some cases a municipal engineer or surveyor will be able to give valuable assistance, but such officials are usually fully occupied with their own jobs and, in general, possess no specialized training in planning techniques. It will, therefore, usually be necessary to call on outside assistance in the preparation of a plan.

* * *

If the municipality prefers to pay for the services of a professional planner, there are two or three firms practising in British Columbia, who are prepared to undertake this service.

In order not to diffuse its efforts aimlessly, the Branch should draw up a limited list of specific objectives and concentrate its efforts on achieving those with the highest priority. These objectives will depend on the status of planning in the area. They may start with

the setting up of an effective planning agency and the preparation of a master plan, and proceed with the enactment of specific phases of this plan; e.g., the building of a civic centre, the execution of a main road diversion, the acquisition of playing fields, or the rehabilitation of a run-down residential area. It is a good plan to take as a starting point for action some particularly glaring civic defect about which it is known that the public feels strongly, and to go all out to achieve this one objective. In this way public support will be immediately enlisted and an early success of this character will put a Branch definitely on the map.

* * *

It will be found very valuable to invite the leading organizations in the community such as the Board of Trade, the Junior Chamber of Commerce, the Local Council of Women and the Labour and Veterans' groups to appoint representatives to the Executive of the Branch. In this way these organizations will become familiar with the work of the Branch and can be relied upon to lend their active support to the Branch when representations are made to the council on planning matters.

* * *

By active citizen participation in planning through C.P.A.C. Branches, Community Planning can be taken out of the rarefied atmosphere so often associated with planning, to a level that the common man can appreciate.

*Tom McDonald, Supervisor,
B.C. Division of CPAC*

Planning Surveys by School Children

In the State of Washington, one planner has had considerable success in getting his data together by securing the assistance of school children in the district: distributing questionnaires and later (in collecting the questionnaires) answering the questions that arise when such data are collected. Much preparation of the school children—and of their teachers—is needed if a real job is to be done. In one case, the teachers of Civics in a High School were contacted, and through their interest in planning, the children heard the planner discuss their opportunities to help in building their community, how certain information was needed to know what were the area's resources and possibilities, and how they could help in collecting these data. Their numbers and parental co-operation made them the most effective agency for surveys. Not only was there an unusually high percentage of properly filled out and returned questionnaires, but the children's interest and enthusiasm spread to the parents—and helped in building up the needed support for the planning program worked out. . . .

*Prof. Richard D. Tyler, Chairman,
King County Planning Commission,
State of Washington, U.S.A.*

Canadian Planning

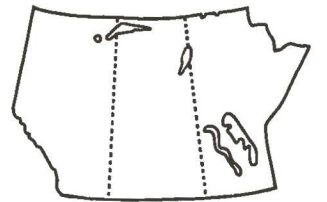
Chronicle: 1949

BRITISH COLUMBIA



The most important new agency on the scene is the Lower Fraser Regional Planning Board, the first such Board established under the 1948 amendments to the B.C. Town Planning Act. Its foundation was expedited by CPAC, and its membership includes CPAC people. The B.C. Division of the Association has grown in numbers, and has also been active in fostering the establishment of a Housing Authority for Vancouver, in selecting a site for the civic centre, and in promoting integrated park and highway plans for the Province. The Division has formed several new Branches, and publishes a News Letter. It is closely in touch with the urban redevelopment research being conducted at the University of British Columbia; and by its harmonious relationships with them, has done much to strengthen all the official planning agencies. Towards the end of the year the Division held a successful regional conference in Vancouver (see extracts from addresses printed elsewhere in this issue). Shortly thereafter the Vancouver City Council voted \$2000 to conduct a survey of the housing needs of the city, a step recommended for all cities by the Federal housing authorities and by CPAC. The Province has already endorsed the national scheme, and conferred with 36 municipalities as to provincial housing legislation required. Phenomenal growth has taken place in the populations of greater Vancouver and Victoria—and literally dozens of square miles of land are being built-over on the fringes of the two metropolitan cities in the Province, with only the most meagre planning guidance except for a few projects. However, it is reported that more than one-third of the municipalities in B.C. have taken their first steps under the Planning Act; for many smaller centres this has been done on request by the Department of Municipal Affairs. The Regional Planning Branch also administers land use and subdivision controls in seven Regulated Areas, and other districts have applied to come under similar control. The location of huge extracting and industrial establishments at points remote from the metropolitan areas, and the extension of the Pacific Great Eastern Railway, are certain to foster new urban centres. An example of the process is Dawson Creek in the Peace River region, where over 4,000 people now live, many in prefabricated houses. Other settlements are certain to come suddenly on the scene: the challenge is as to whether they will be old-type 'boom towns,' or fully satisfactory new communities of the kind that British Columbians have already proved themselves resourceful enough to build.

PRAIRIES



Ever greater mechanization of farms, and diversification of industries, have been the signs on the prairie horizon. Dollar value of prairie manufactures has increased four-fold in the past ten years, while the economic spacing between agricultural service centres has extended in response to the enlarging and motorizing of the units of farm management. Extraction of oil, minerals and timber have become prominent in some districts, although the exportable surplus of the region is still predominantly food. Major irrigation and power works continue to develop; highways and airways push north, while pipelines are rushed to the markets of the continent. Urban population has grown substantially since the 1941 census; this is reflected in the formation of such new groups as the Manitoba Urban Association. These trends are reflected in planning activity. Saskatchewan has amended the Community Planning Act to assure the Minister the final say as to the adequacy of local planning schemes; the Community Planning Branch has been active in the conduct of local land use surveys, as at Lloydminster. The Alberta Act now provides for Interim Control of subdivisions, and further amendments have been asked for, arising partly from the study made of Edmonton (see our November issue).

The capital of Alberta has absorbed a 25% population increase since 1941, which resulted in 1949 building activity worth over forty times that of 1939, and indeed greater than in the whole pre-war decade. Schools, streets and utilities are being built out of a 1949 municipal budget of some \$22 million. Oil accounts for much of this feverish activity, though by no means all—the development of the northwest has played a big part. More air freight is handled at the airport inside Edmonton's city limits than at any other field on earth, and much of the city's development is based on storage and transport activity. To give better guidance to the growth, and acting on expert advice, the City intends bringing planning directly under a standing committee of City Council, the technical duties being assigned to a working group of civic officers associated with the newly-appointed planning officer. It is hoped to link adjoining municipalities and the provincial government in planning the development of the district. Calgary has also enlisted additional technical advice, and put a regional planning board to work; Medicine Hat, Red Deer and other centres have taken preliminary steps in planning.

continued on page 8

Demonstration Neighbourhoods

Those interested in community planning are almost universally eager to see its developing principles worked out at full scale. With the amount of residential building going on in Canada (a house completed every six minutes last year), and with development spreading outward on to farm land, such demonstrations are more and more needed—and possible. The new Dominion-Provincial schemes for land assembly, servicing, and construction for both sale and rent will underscore the need to show right on the ground what can be done to build sound and attractive neighbourhoods.

Our first Annual General Meeting urged the creation of such projects at the national and each of the provincial capitals. Our submission to the Massey Commission contained a similar proposal. A great impetus could be given to the National Capital Plan, and to the planning of the other ten capitals, by official adoption of this suggestion in 1950.

Canadian residential undertakings, both private and public, are already going forward on very nearly the required scale. It only remains to give more thought to the demonstration value of these projects throughout their conception and execution. That is a completely practicable aim, as is proven by the two projects reported herewith.

The British model neighbourhood is under construction as part of the 1951 Festival, and will take its permanent place in the London scene thereafter; it is described in the United Kingdom *Information Bulletin*. The Italian community is now nearing completion; it was laid out by a team headed by Piero Bottoni (former partner of Dr. E. G. Faludi of Toronto). It was described by Noel Moffett in *Architectural Design* as “the most interesting single post-war contribution to the housing problem in Europe.” The information we present is translated from an article by Gian Giacomo Galligo in the *Rassegna Mensile* of the City of Milan.

LONDON

A feature of the 1951 Festival of Britain will be an architectural exhibit in London of a kind never seen before. It will be sited in the centre of London, on the banks of the Thames, close to Westminster Bridge, and will take the form of a cross-section of a typical residential neighbourhood. This will be shown as in the course of construction and will comprise not only houses and flats but other features which go to make up a properly balanced development. Some dwellings will be seen completed with others only partially finished to indicate various types of building technique. Certain structures will have portions cut away to demonstrate modern methods of construction. Those still being built will provide an opportunity for seeing building machinery at work.

This full-scale exhibition will show the advantages of proper town planning as well as the great advances being made in building science. When the Festival is over its buildings will be completed for normal occupation. It will then form a permanent part of the London scene.

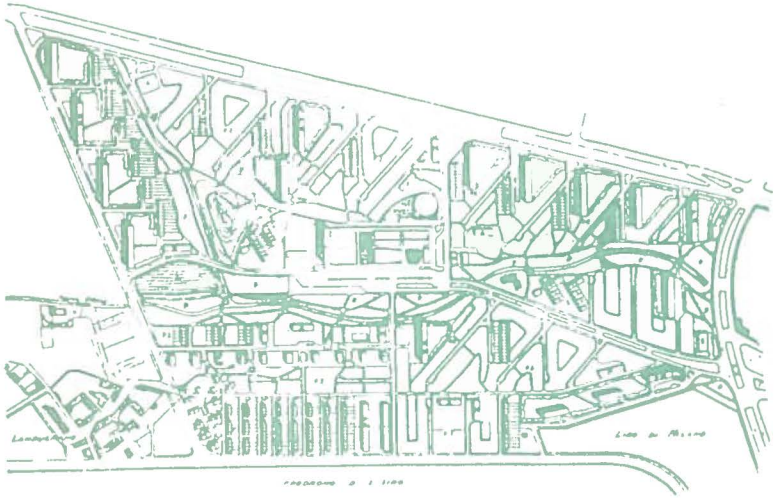
In this way the progress of architecture, town planning and building research in Britain will be imaginatively exhibited and further, London will be enriched by a neighbourhood of high standard design and execution.

MILAN

The new development and reconstruction plans for Milan provide for the normal expansion of the city in five distinct residential units. The first of these is QT8 (The Model Quarter of the 8th Triennial). This has been built in the San Siro-Lido district, in slightly over two years since its conception and planning. QT8 was conceived in connection with the Eighth Triennial of Milan in 1947—when a residential project was proposed, to embody the latest findings in layout and construction. The idea was warmly taken up by the City Council—both as owner of most of the land involved, and as enthusiast for the planning and building innovations proposed in the scheme.

The conception of an experimental model community was not new, being revived from that of the late Giuseppe Pagano, and of Piero Bottoni, Ferruccio Franco and Mario Pucci (architects and engineers) for the Sixth Triennial in 1937. It was even then an outcome of the success in building Milan Park for the Fifth Triennial.

The aim uppermost among the organizers of the Eighth Triennial, in view of the immense war damage, was to combine the needs of an exhibition with those of the task of national reconstruction. The layout and building design for QT8 were assigned to P. Bottoni, Enzo Cerutti, Vittorio Gondolfi, Mario Morini, Gino



Pollini (architects) with M. Pucci (engineer). The project was required to fit in to the over-all plans for the City of Milan.

In planning and executing QT8 the Triennial sought to stimulate the development of new building types and methods of construction which might be adopted in other public work. The City’s efficient planning, works and other technical officials were given supervisory direction of the project. Clearly the community will be something of a permanent exhibit: a laboratory and living specimen of modern architecture. Full advantage is taken of the technical opportunities so afforded.

QT8 covers an area of about 160 acres, traversed by the Olona brook. It is to have consistent architecture, economic balance, and its own distinct urban character (insofar as modern planning can endow such a unit of population with these qualities). It is built for about 13,000 inhabitants, whose dwellings are all related to an open space along both banks of the stream—the green space itself occupying more than one-quarter of the whole site. A central group of buildings, including the tallest in the project, are foreseen as a fit subject for an international design competition: church, main shops, cinema, restaurant, civic offices. In other convenient parts will be found two elementary schools, four recreation buildings and eight groups of smaller local shops. The community will also include a Youth Hostel (as a result of another design competition in connection with the Exposition, the execution probably

by E.R.P. funds slated to help tourist trade.) A mound of bomb-damage rubble and a pond will complete the landscape elements in the Quarter.

The housing is spaced out according to the heights of the building types: 10-storey apartments, 1 or 2 storey single-family houses, and 4-storey terraces. The road system for QT8 is novel for a Milan neighbourhood: the broadest routes around the perimeter and east-west through the middle of the project, connecting with separate roads northward and southward; roads exclusively for access to the buildings on them, in the forms of loop and cul-de-sac; a tertiary system of separate foot-paths leading to the centre, the church and the schools—and protecting pedestrians from any encounter with vehicles. The Community is well served by bus connections with central Milan.

The importance attaching to this project is signalized in the variety of national and international agencies; university and technical research bodies; financial, trade and professional associations involved in carrying it out and studying the experience so gained. It is a substantial achievement of the institution in honour of which it has been named.

Allocation of Land in QT8	
Streets.....	27 acres
Parks, Playgrounds and Public Gardens	45 acres
Stream and Pond.....	5 acres
Communal Buildings.....	12 acres
Dwelling Plots.....	71 acres
Total.....	160 acres
Distribution of Inhabitants by Dwelling Types	
Multi-storey.....	6,800 persons
Four-storey.....	990 persons
Duplex and Attached.....	1,870 persons
Single family detached.....	2,710 persons
Over Shops.....	630 persons
Total.....	13,000 persons
Gross Density: 80 persons per acre of land of any kind.	
Net Density: 160 persons per acre of residential land.	

In Winnipeg, the efforts of the planning-minded over several years have been rewarded in the establishment of the Metropolitan Planning Commission. The last annual report of its precedent Committee indicates a lively year, in which zoning, arterial routes, capital budgeting, subdivisions and siting of schools and public buildings got particular attention. We note that \$2500 were spent on public information—most of the sum having been contributed by business firms for the purpose. The first group of students are now proceeding to Master's degrees in Community Planning at the University of Manitoba; the Planning Research Centre there has also brought out reports on community centres and the typical structure of prairie towns, the investigations for the latter being supported by CPAC. The students in architecture at Manitoba have exhibited some of their building designs, which we note are prepared for actual sites in the city, to accord with the outline Metropolitan Plan. Some of these projects are for the redevelopment of blighted residential districts, and have been studied in great detail. This is especially fitting, since the City's Dwelling Rehabilitation Commission has this year been given wider powers to demolish or assist in repairing run-down housing.

The Manitoba Division of CPAC has grown to the point where a full-time Secretary is needed, and has been found. The Division co-operates closely with the Provincial authorities, the University, the Metropolitan Planning Commission, and municipal housing officials. The Division were hosts in 1949 to the National Planning Conference in October; in addition to clarifying their own ideas on how to turn current building effort to better account, the delegates enjoyed informal association with City, Metropolitan, University and Provincial planning people. Organization of an Alberta Division is under way.



ONTARIO

Recent statements by several provincial officials point up the pace of development in Ontario. The Province has spent nearly \$100 million since the war in school construction; is spending almost as much annually on highways; has designated Planning Areas enclosing over 125 municipalities; has approved establishment of a dozen River Valley Authorities; announces that underground wiring "where economically feasible" is the policy of the Hydro Commission. Most of the development has been urban and much study is being given to the financial buttressing of municipal government against the strains imposed by rapid growth. The Province has set up a lending corporation so that towns may borrow money at the low interest rate secured by the provincial government; these loans are particularly aimed to help conservation and waste disposal projects, since waterway pollution has become so serious. The applicant municipalities will be encouraged to budget their works outlays for five years in advance. Civic

administrations give many services quite unrelated to local property ownership, yet derive most of their revenue from property; many believe that cities must be provided with other bases of taxation, rather than have to ask for ever-mounting grants-in-aid from senior governments.

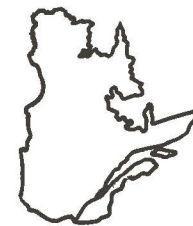
Northern Ontario has witnessed development almost as striking, if not so well known, as that in southern Ontario. Primary industries have built in recent years a number of wholly new frontier towns—some well planned, others just boom towns. The older settlements are gradually seeing the wisdom of securing professional advice in connection with the guidance of community growth and change. Several of them have this year obtained orders from the Municipal Board to absorb subsidiary fringe settlements within their municipal boundaries.

Perhaps the most notable of these municipal amalgamations took place in Ottawa on the first day of 1950 (see *Layout for Living* No. 29); this consolidation of most of the national capital's Ontario portion has been under discussion during the preparation of the National Capital Plan (see also our issue for June 1949). There is little doubt that the submission early in 1949 of the Consultant's Preliminary Report has stimulated the amalgamation of municipalities. (The Report was examined in *Layout for Living* No. 26, but has not yet been debated in Parliament.)

Toronto has received an Official Plan, which City Council approved and forwarded to the provincial Minister of Planning (see our November bulletin). This Plan covers only the area within the city limits; but since its adoption reports on the planning and administration of the metropolitan area have been submitted. The first of these, by the Toronto and York County Planning Board, recommends embodiment within the City of seven surrounding municipalities, recommends transit and utility unification over a still larger area (within a green belt), a vehicle tax to help pay for improvements, and a number of reclamation and recreation schemes in rural areas. The report on administration, by the Civic Advisory Council, is more cautious about the benefits of amalgamation into a larger single municipal unit. It provides extremely valuable data upon which the issue can be judged objectively—and without the acrimony so frequent in the adjustment of municipal boundaries and functions. The provincial Premier and a local M.P. broadly hinted that Dominion-Provincial housing aid for the Toronto area may hinge upon some better kind of co-ordination than has been displayed by these municipalities in the past. The *Globe and Mail* once more suggests, as it has done consistently, that Torontonians are being offered proposals that have not had thorough technical study—and repeats the plea for a larger, better-equipped planning staff. Meanwhile many millions are being spent, both publicly and privately, as the consequence of recent decisions to improve urban arteries and build a rapid transit system.

CPAC activity in Ontario has been steadily expanding throughout the year. The Divisional office reports sponsorship or participation in conferences in London, Hamilton, Toronto, Jackson's Point, and in two national broadcasts from Ottawa. Branches are established in Toronto, Hamilton and Ottawa, whose programs are related to the official planning, zoning and

housing programs of those cities. The Division has had printed the Proceedings of its workshop conference at Toronto and its rural centres conference at Lake Simcoe, through the generosity of the Ontario Government. The Toronto Branch has had several friendly exchanges on planning for family welfare with social workers; it has also kept close track of progress with the Official Plan and the new subway. CPAC displays have circulated to Hamilton, Welland and Woodstock. Planning activities in Burlington, Port Perry and other centres have also been stimulated by the Association. Toronto Branch continues its monthly press digest on planning and housing. The Canadian Construction Association, meeting in Toronto, re-endorsed the work of CPAC. Provincial Government authorities in planning and industrial development have traced a number of their inquiries to groups initially interested by CPAC.



QUEBEC

Interest in planning has demonstrably increased in the Province of Quebec during 1949. Official attention in Montreal has been focussed on the measurement of traffic flow, and the preparation of urban highway plans and a rapid transit scheme. Less conspicuous, perhaps, have been the adoption of new zoning codes for some of the northern suburbs, and the first steps in the development of St. Helen's Island as an international sports centre. It has been estimated that the halting of trucks by congestion in downtown streets costs \$30 million a year; the enthusiasm of many Montrealers for quick building of arteries and subways can be appreciated.

The federal Minister of Reconstruction made one of his most eloquent pleas for citizen interest in city growth and change, in addressing the City Improvement League of Montreal. Similar pleas came from many who lectured in an evening series sponsored by McGill University, the final talk being by Lewis Mumford. Among French speaking Montrealers, there was a climax of activity at the time of the three-day CPAC Conference at the University of Montreal. The *Gazette* opined that "without an informed and alert public opinion, sound planning is unlikely to be undertaken, much less put into practice." The subject came up again when the Canadian Society of Landscape Architects, in their submission to the Royal Commission of Arts, Letters and Sciences, pointed to the opportunities for comprehensive planning in relation to the St. Lawrence Seaway, the Trans-Canada Highway, national parks and other projects in which the national government will play its part. Meanwhile local community groups, as at Baie d'Urfé and Dorval, are concerning themselves with the way in which their territories will be organized to absorb the spread of the metropolis.

Trois Rivières typifies the cross-country concern for unifying and fortifying the municipal machinery with a view to better guidance of growth; annexation of the

rural parish of Trois Rivières is mooted, and appointment of consultative citizen committees (including one on planning) have been approved. The high interest there in co-operative housing—in which CPAC members are involved—has borne fruit and gained international attention. Adjoining Cap de la Madeleine is likewise bracing itself to handle rapid urban extensions. Planning activity has intensified in such other centres as Cowansville, Lévis, and Arvida.

Both official and CPAC activities in greater Quebec city have centred around the creation of planning machinery for the provincial capital region. The matter has been warmly endorsed by all municipal and provincial leaders, and Messrs. Gréber and Fiset have submitted a report on how the task may be carried forward under the direction of city planner Roland Bédard. Most of the CPAC meetings held in the capital this year have been devoted to this undertaking, or to the studies to begin at Laval University. The tour of the National Capital display through the Province has attracted much interest. CPAC was represented at the Mayors' Convention here in June. CPAC groups are organizing in Chicoutimi, Sherbrooke and Rimouski, and French network radio talks were given. The Division has had an excellent press. The Quebec Council of Social Work has begun a promising survey of housing needs in greater Quebec city, with CPAC co-operation. Considerable advantage has apparently been taken of the new provincial housing Acts.

A most exciting array of planning opportunities in the Province arise from the development of primary production facilities in New Quebec and Ungava. Vast railway, refinery, hydro electric, and other assignments have been given to the mining companies interested in these unpopulated sub-provinces. It is anticipated that communities in older sections will share the benefits, as well as such cities as Baie Comeau. A problem in such areas as the Saguenay will be to develop heavy industrial facilities without marrying areas with great potential attractions for tourists.



MARITIMES

The Maritime economy is adjusting to several post war factors simultaneously: the virtual disappearance of Canada's once sizeable deep-sea merchant fleet, the necessity to re-furbish the equipment used by the coal mining industry, and (by no means least) the full entry of Newfoundland within the orbit of trade. The attention of planners in some of the larger urban centres is concentrated on regional co-ordination and central area redevelopment. In Halifax, for instance, the Town Planning Engineer has prepared a scheme for the Housing Authority, with a view to qualifying for provincial-federal aid in its execution. Zoning of the land, and preliminary negotiations for its purchase, have been approved by City Council. Federal co-operation was promised when the Minister of Reconstruction was in

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Halifax to address the Maritime Conference of CPAC. His address on that occasion received national attention for its indication that federal aid for housing might sooner or later be confined to those communities having planning machinery fully operative. The Conference was attended by leaders of provincial and municipal affairs from all the Maritime Provinces, and was most encouraging to the modest group who originally formed the Nova Scotia Division of CPAC. Zoning by-laws are being put in force in Yarmouth, Antigonish, Liverpool, Sydney, Glace Bay, Parrsboro and Springhill. The provincial government pays half the technical costs of survey and outline planning for smaller municipalities.

Newfoundland sources report the development of Labrador on lines paralleling those in New Quebec. The tenth Province entered Confederation with what seem to some to be enviable advantages: a detailed knowledge of needs; a rent control scheme that does not depend upon federal administrative and court decisions; and a vigorous planning and housing group in the capital of St. John's. The municipal Housing Corporation, with provincial financing, has developed some of the best-planned suburban residential areas in Canada. We are advised that a large scale slum clearance scheme is now in preparation for central St. John's, with prospects of provincial-federal backing under the new provisions of the National Housing Act.



THE NATION

Between 1901 and 1949 Canadians have radically altered their ways of making their living. At the opening of the century almost half our labour force were farm workers, now only about one-fifth. There are only three farm workers now for each two on the farm then, but there are *eight* workers now in trade and finance for every *one* there was in 1901. Fifty years ago, half our exports were raw materials; now three-quarters of our exports are finished goods. This change means we have become a nation of townsmen, with all the problems that implies. In 1901 our twenty leading cities contained altogether scarcely a million people, or about one-fifth the whole population; today in the twenty largest centres there dwell about four millions, or almost one-third of the much larger population. The public affairs of Canada have been dominated, up to the last fortnight of the half-century, by the problems raised by these changes: where to secure capital to equip our plants and cities, how to insure the well-being of the human resources concentrated in them. For those concerned with planning, the final weeks of 1949 brought some of the most critical decisions.

For the better handling of large scale developments, the federal government began the transformation of the former Departments of Mines and Resources, and Reconstruction and Supply, into three new Depart-

ments: Mines and Technical Services (survey and research, including astronomical); Resources and Development (forests, the North West, national parks, housing, national highways, tourists); and Citizenship and Immigration. Simultaneously the federal government began technical sessions on the planning of the Trans-Canada Highway. It was with such possibilities in view that CPAC put before the Massey Commission this year an argument for co-ordinating federal agencies involved in the physical development of the country. That Commission is expected to report in 1950.

Another consequence of urbanization is that nearly half the 3,000,000 families in Canada are now tenant families; and their Christmas surprises included an abrupt slackening of rent control—a move which every kind of poll and petition indicated as unpopular. Only those in Saskatchewan and Newfoundland were spared this blow; Albertans were promised some protection by their government. At the same time it was announced (for the first year since the war) that the 96,000 dwellings built in 1949 were some 20,000 more than the additional number of families formed during the year. In other words, the fullest exercise of the housing policy adopted in 1944 has only *halved the rate of deterioration* of our stock of houses—but still left the overall condition of shelter in Canada moving slowly toward destitution rather than restitution. This trend is not even countered by the remarkable fact that one in ten of the families in Canada is now living in a post-war dwelling. (A few score of these families in 1949 moved into Canada's first down town residential redevelopment aided by all governments, at Regent Park in Toronto.)

To mend our housing, Canadians should be building something like 160,000 dwellings a year, instead of 96,000. No good purpose is served by evading this reality. The offer made in the New National Housing Act (given Royal Assent on December 10) is intended not only to increase the *number* of houses to be built, but—more important—to increase the *kinds* of new houses available, and the range of families (as to size and income) within whose reach those houses will be put. But it is still only an offer, and will become a program as and when provincial legislatures agree to play their parts to implement it. The part of the legislatures is (1) to *encourage* local assessments of housing need by some consistent yardstick; (2) to *lend* one-quarter of the funds required for creating dwellings to meet some of that need; (3) to *grant* one-quarter of the funds that may be necessary to meet annual deficits in operating some of the rental housing so created; (4) to *enable* their municipalities to set up Housing Authorities as the management agents for the rental housing built.

Among the groups who in 1949 have requested, endorsed or accepted the principle of direct subsidy for rental housing for the use of certain families, are the following: Canadian Federation of Mayors and Municipalities, Trades and Labour Congress of Canada, Canadian Congress of Labour, Canadian Construction Association, National Council of Women, Canadian Legion, Canadian Association of Real Estate Boards, many Chambers of Commerce, religious and professional institutes and others. Some of these organiza-

tions, CPAC units and the Federation of Mayors among them, are already beginning to address themselves to the provincial and local leaders, upon whose co-operation in the spring of 1950 will hinge the possibility of a prompt beginning under the new housing deal.

As the Vice Chairman of our Ontario Division reminded us on a CBC broadcast January 5, the residential suburbs built since the war in Canada are predominantly of one type: detached two-bedroom cottages for people with a few young children who could yet afford to buy. But communities are made up of other people, too—single people, childless couples, grandmothers, and a good many large families. The housing that can be built under the new Act may offer something to many kinds of family groups instead of just one kind. It can result in stimulating social variety and cohesion in the suburbs, instead of forming brand new caste ghettos. It can lead to interesting street groupings, instead of the relentless zig-zag of roof lines now seen on every suburban roadside. To house various kinds of families may also mean providing a steady modest flow of children for many years through the neighbourhood school, rather than the tidal wave of six-year-olds with which some school boards have had to cope in new areas in 1949.

One very practical reason why provincial legislatures should now rush the acceptance of the new housing program lies in this very matter of schooling: their municipalities cannot afford any longer to build suburban schools, even with provincial aid, where the kind of residential development has imposed a drastic rise in pupil enrollment, and—a bare ten years later—will produce an equally drastic fall in enrollment. The suburban school authorities, perhaps more than any others, have been the victims of the very selective schemes of house building followed in the past five years.

The pressure of municipalities upon senior governments for more revenue for capital works is reflected in several ways; one is the land servicing provisions of the new Housing Act, and another is the new scheme of federal payments in lieu of local taxes. But the hopeful way to resolve this pressure would be through community planning and programming so as to produce new neighbourhoods with more normal variety and balance. This idea lay at the heart of the many discussions that took place at CPAC's National Conference in Winnipeg this year. To communicate that idea across the land, to study and work for its application in each community where CPAC members live, will be a worthwhile task for 1950.



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MODEL NEIGHBOURHOODS
in London and Milan

METROPOLITAN PLANNING
by Eric W. Thrift

JOB'S FOR CPAC BRANCHES
by Tom McDonald

SURVEYS BY SCHOOL BOYS
by Richard D. Tyler

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